

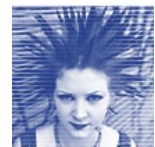


France 2004

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## Reception and integration of new migrants





## Preliminary note

The aim of the present report is to identify *reception platforms* (hereinafter referred to as platforms) used to receive persons arriving legally in France who intend to settle permanently in the country, to highlight their needs and to put them in contact with bodies which can facilitate the process of installation and to establish an effective link between them and the French Republic.

The platforms experienced a major development in April 2003. On the one hand, platforms are from now on conceived of as constituting a “public service of reception”, aimed to cover on the short run the whole French territory. On the other hand, relationships between migrants and the State are now defined by a *reception and integration contract* by which the State undertakes to provide a whole range of integration support services in particular in the field of civic and language instruction while the migrant, as a *pro quo*, demonstrates “willingness to integrate into French society and to accept the principle of respecting the basic values of the French Republic” and to undertake to follow required training courses. This reception and integration contract is crucial for the organisation and operation of the platforms. Thus the examination of the contract is the main theme of the present report<sup>1</sup>.

The platforms are the gateway to a mechanism of reception and integration designed to help new arrivals irrespective of their social situation. The idea, first and foremost, is to encourage integration of all concerned, i.e. social cohesion and not specifically to fight social exclusion. However, it is acknowledged that recent immigrants are relatively vulnerable. The platforms are designed to uncover their problems and to contribute to strategies that provide appropriate responses. In this respect, they are fully in line with social inclusion policies as laid down by the European Union. However, they cannot be entirely understood without also examining their more general integration objective. Relations between integration and social inclusion must be examined and how these can be reflected in specific social policies.

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1 However, it has not been mentioned in the documentation used to prepare the present *peer review* (see *Newsletter* No. 1, 2004, p. 10) which is based on French legislation prior to April 2003.



## I. Description of the main elements of the policy

### A. Background

#### 1. Policy development and its origins

The development of the platforms is in line with past measures, started in 1986, to receive families joining migrants already settled in France under family reunification schemes. These measures, initially meant for a limited group of people, have gradually been extended to other categories of migrants. At the same time, the administrative device was developed. The reception of migrants joining their relatives was the responsibility of the Service social d'aide aux émigrants (SSAE) [Social Service to Emigrants] and the Association de service social et familial aux migrants (ASSFAM) [Association for the Social and Family Support to Migrants], under the supervision of the Office des migrations internationales [Office of international Migrations]. In 1993, departmental reception plans or DPAs were drawn up with the aim of coordinating the activities of various departments responsible for receiving immigrants. In 1999, a specific mechanism was created - reception platforms. Reception would no longer be assured on an individual basis but offered systematically to new arrivals in the form of half-day sessions which would be given to groups of about 20 people. The whole mechanism was reviewed in 2003 with, in particular, the implementation of reception and integration contracts proposed for signature to the new migrants received on the platforms, and a new impulse to regional integration programmes for immigrant populations (PRIPI), a device created by a law of 1990, but which had not entered into practice yet.

The development of reception measures for new arrivals is linked to the growing awareness of a general problem of social cohesion. The presence in France of large numbers of ethnic minorities of foreign origin has led increasingly to intolerance, ghettoisation, tension and insecurity. In the context of a difficult economic situation, where professional and personal status appears increasingly precarious, the multiplicity of communities bringing in their different values may contribute to the erosion of "essential points of reference in a social framework"<sup>2</sup>. Confronted with these risks, measures were taken in parallel with regard to three plans:

2 Extract from a speech by the President of the Republic on 14 October 2002 announcing the relaunching of French integration policy.



- The reception of migrants entering France legally, in particular by means of the platform mechanism examined in this paper, with a view to favouring their successful establishment in France, thereby improving their constructive relations with the groups among which they have settled.
- The fight against illegal immigration which, due to its uncontrolled character and to the fact that it is promoted by illegal practices, contributes considerably to feelings of insecurity.
- The fight against discrimination which in France targets ethnic minorities, by repressive and incentive measures to enhance the image of such minorities<sup>3</sup>.

This report only deals with the first of these three plans. Nevertheless, it is necessary to stress from the outset that these measures are, in the French political context, viewed as a whole. The measures for integrating foreigners who have entered France legally are viewed as a correlate of the policy for the fight against illegal immigration. The way in which legal immigrants are received in France should demonstrate the basically positive attitude towards foreigners, while bearing in mind that the repressive measures taken vis-à-vis those entering the country illegally might change France's image as a country open to the world. Measures relating to the fight against discrimination are worked out alongside measures to improve reception, as part of coherent efforts towards improving relations between groups already established in France and new arrivals, i.e. towards social cohesion. The aim is on the one hand to improve the residents' attitudes towards new arrivals and on the other to give to new arrivals good conditions for establishing in France and building up a sound relationship to residents.

## **2. Baseline situation and envisaged change**

As mentioned above, measures for the reception of immigrants have been worked out in view of a general problem of social cohesion. It is hoped that this social cohesion will eventually be restored. The fact is, however, that this is a complex phenomenon that is difficult to quantify. Moreover, it is agreed that the trends hoped for will not solely be based on reception measures but on the compounded effect not only of all the measures relating to foreign groups, as

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3 See the memo announcing joint action at the High Council for Integration and the Higher Council for Audio-visual media concerning the best ways of improving the representation of cultural diversity and immigrants (High Council for Integration, 2003, p. 162).



noted above, but also other measures, in particular municipal policies, a whole range of measures that has only recently been systematically organised in the *Draft programme act on social cohesion* (Ministry of Labour ..., 2004; Borloo *et al.*, 2004).

On the other hand, the creation and recent developments of the platforms are also in line with more immediate goals. Firstly, the aim is to ensure that gradually all new arrivals will benefit from reception measures. This requires a progressive extension of the provisions made in this field and extending them throughout French territory. It also requires that the measures conducive to the individual integration of immigrants are really put into practice. This is one of the purposes of the *reception and integration contract*. It should provide better guarantees, in particular, that the people concerned will attend civic and language instruction. The analysis of the way in which the platforms have been worked out in their first version has in fact shown that there is quite a high number not taking part in these activities.

### *B. Goals and target groups of the policy*

The overall objective of the platforms is to improve the integration of people arriving in France for permanent settlement.

#### **1. Target groups**

In the three stages of development briefly described above, the platform mechanism is focused on the following categories:

From 1986:

- families of foreign nationals resident in France who arrive here under the family reunification scheme

From 1999:

- members of the families of French nationals
- members of the families of people with refugee status

Since 2003:

- people with refugee status
- other foreign nationals regularly entering French territory in order to obtain legal status (temporary residence permit for at least one year)



However, after this evolution, the following categories are not covered:

- asylum seekers and their families
- people applying for a residence permit valid for less than one year (three months, renewable).
- Nationals of member states of the European Union

The introduction of the reception and integration contract sets additional limits: only people who are of age can sign it. Minors will either benefit indirectly from measures covering the adults responsible for them or directly from measures taken for their benefit under national education.

## **2. Geographic scope of the scheme**

The scheme was set up in twelve *départements* for an experimental period (July 2003 to December 2003). It is currently (year 2004) being implemented in fourteen other *départements*. The aim is to cover the whole of France by the end of 2005 (see point F below).

## **3. Components of integration**

The platform mechanism specifically covers two aspects: civic competencies (knowledge of institutions and basic values of the Republic) and language skills (communication with others).

Another aspect is access to social services and sufficient knowledge of social institutions to know where to go for what type of problem.

Lastly, integration through work is also covered, though indirectly, via cooperation between the platforms and the National Employment Agency (ANPE).

## **4. Links with the objectives and priorities under the EU strategy to combat social exclusion.**

The foundations for the social inclusion strategy currently being implemented in the European Union were laid by the Treaty of Amsterdam. At the Lisbon Summit of March 2000, this strategy was worked out with two lines of approach. Social inclusion was highlighted as an objective that should be considered as closely linked with the objectives of economic growth and social cohesion. The open coordination method was adopted as offering an appropriate framework for moves made at European level towards achieving this objective.



At the European Council of Nice of December 2000, four common objectives were formulated: (1) to facilitate participation in employment, (2) to prevent the risks of exclusion, (3) to help the most vulnerable and (4) to mobilise all relevant bodies. Moreover, the open coordination process was set in motion and member states undertook to draw up national action plans for social inclusion (Inclusion NAPs) to specify challenges and priorities at European level.

A joint report on social inclusion was adopted by the European Council of Laeken of December 2001. It highlights eight challenges and six priorities which were confirmed in the joint report of the Commission and the Council on social inclusion of March 2004. The challenges are: developing an inclusive labour market; guaranteeing an adequate income; tackling educational disadvantage, preserving family solidarity while promoting gender equality; ensuring good accommodation for all; guaranteeing equal access to quality services in the social, cultural and legal fields; improving delivery of services and regenerating areas of multiple deprivation. The priorities are: promoting active labour market measures, ensuring that everyone has sufficient income for live life with dignity, increasing the access of the most vulnerable to decent housing, social services and learning opportunities, preventing early leaving from school, eliminating social exclusion among children, reducing poverty and increasing labour market participation of immigrants and ethnic minorities<sup>4</sup>.

The policy examined in the present report is well suited to this framework. In its general concept, it establishes a direct link between social cohesion and integration on the one hand and combating situations of want on the other. It contributes to the pursuit of the four common objectives (1) as a mechanism specially designed to facilitate access to social rights, (2) as including mechanisms for identifying situations in which people are at risk of exclusion, (3) as concentrating on migrants, a particularly vulnerable section of the population and lastly (4) as bringing together a large range of public and private players. Lastly, it responds in a very direct manner to several challenges and priorities (upholding gender equality, encouraging equal access to quality services, improving the situation of immigrants and ethnic minorities, etc.).

Nevertheless, the main objective must be that of integration, i.e. establishing an effective link between the migrant and French society in general. We will return to the implications of this priority below. In this sense, the mechanism

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4 For a complete breakdown of challenges and priorities, see *Joint report on social inclusion*, 5 March 2004, pp. 32 *et seq.*



here at stake is also in line with the common immigration policy currently being designed by the EU.<sup>5</sup>

### ***C. Description of the main mechanism: platforms and the reception and integration contract***

#### **1. Organisation**

The expression “reception platforms” is a mechanism whereby groups of 15 to 20 new arrivals are received in locations specially prepared for this purpose for a half-day session. During the course of this half day, participants are received first as a group for a general presentation of the mechanism and given initial information about the host country, then individually by a doctor and a social assessor and, if required, a social worker and an expert for language skills assessment.

Organising these platforms is currently the responsibility of regional delegations from the OMI [*Office of international migrations*], an public institution with legal personality and financial autonomy in charge, under governmental supervision, of various assignments with regard to migration notably, apart from receiving new arrivals, family reunification, assisted return of migrants in their home country, etc. This body will soon be replaced by a new *National Agency for the reception of foreigners and immigration* or ANAEM which will be created from the merger of the OMI and a private organisation which is already involved in the reception and integration of migrants, the SSAE (already mentioned before). Specifically, platforms may operate in three distinct mode, viz.

- platforms set up in the offices of the regional delegations of the OMI.
- in certain departments where there are no regional delegations<sup>6</sup>, departmental platforms have been set up in permanent locations managed externally by the regional delegations.
- in other departments, platforms are organised periodically in locations which have not been specially arranged for this purpose, with staff from a nearby delegation travelling to the location.

For their part, the platforms are part of a larger mechanism which includes language teachers, trainers in civic matters, information on public services acces-

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5 See Communication of the Commission “First Annual Report on Migration and Integration”, of 16 July 2004, COM (2004) 508 final. xxx

6 The French metropolitan area is divided into 22 *régions* and 96 *départements*, territorial divisions which include four overseas départements or DOMs, each corresponding to a region and territorial authorities and overseas territories. The metropolitan regions consist of two to eight departments.



sible to those who reside in France (“Living in France” seminars), and the social services to ensure, where necessary, individual social follow-up. Civic and language instruction and the organisation of the Living in France seminars are the responsibility of private bodies (mainly associations) which work on the basis of public calls for application approved of by an entity distinct from the OMI, the FASILD [*Funds for action and support of integration and the fight against discrimination*], also a public institution with legal personality and financial autonomy. Social services are currently provided by two bodies, the SSAE and the ASSFAM. There are also relations with the services of the ANPE (employment), and with other bodies involved in the implementation of integration policies at local, departmental and regional level.

The consistency of this wider mechanism is ensured by *departmental reception plans* or PDA and by *regional integration programmes for immigrant populations* or PRIPI. These are documents which are regularly drawn up consisting of an evaluation of the reception means available at departmental/regional level and terms of cooperation between bodies providing these means and a set of recommendations aimed at joint consistent action. These documents are worked out under the auspices of *steering committees* which, under the chairmanship of a prefect, bring together the managers of the various bodies involved. In particular, the PDAs contain recommendations concerning the circulation of information between the bodies responsible for the platforms (currently the regional delegations of the OMI) and the bodies which provide training courses and services following action taken under the platform system. The PRIPIs are particularly concerned with directing information from all those involved to the various coordination bodies.

In the perspective of the migrants, the consistency of the whole is assured by the reception and integration contract. Migrants are told that if they sign this contract, the State will undertake, after the reception on the platform, to provide them with a whole range of services free of charge to help them integrate while they undertake to participate in training courses. Furthermore, once the contract has been signed, within a few weeks migrants will receive announcements about various required training possibilities.

## 2. Operation

In order to ensure that as many migrants turn up as possible, the platforms connect with a mandatory medical examination after which a medical certificate is issued which is needed for the person in question to get a residence



permit<sup>7</sup>. As the importance of this certificate is generally well understood, those called up for this examination are strongly motivated to do so.

The platforms operate as follows. In the first instance, the people notified are received in groups. A social assessor (*auditeur social*) from the OMI explains the purpose of the platform and how the half-day session operates and then presents a short film about France. The film illustrates the main principles of the French Republic, with an emphasis on gender equality. Then the people in question undergo a medical examination and then have a talk with the social assessor who draws up a social report, presents the reception and integration contract and, if the person concerned accepts, has him or her sign it. The persons summoned to these individual interviews must in principle attend them alone, i.e. not accompanied by family members.

The discussion with the social assessor is conducted following a list of computerised questions enabling rapid collection of data. After the social report has been completed, the assessor explains the purpose of the reception and integration contract and presents the text of the contract for the person to read. Signing of the contract by the person concerned usually takes place at the end of the interview with the social assessor. Under some platforms, those people who do not sign at that moment and who wish to reconsider their position are allowed to sign at a later date. However, this practice differs from the official line. The contract is countersigned by the prefect of the *département*. The signing varies from one department to another from submitting pre-signed contracts to contracts already signed by the parties concerned. Prior signature by the prefect is considered preferable and is the subject of an explicit instruction<sup>8</sup>.

At the end of the interview if the migrant's language skill is sufficient, the social assessor submits an AMCL (*Attestation ministérielle de compétence linguistique*) or *Ministerial certificate of linguistic competence*. If this is not the case, he/she recommends a linguistic assessment.

The assessor also submits invitations to the one-day civic training course and, if the person concerned is interested, the "Living in France" seminar. The dates and venues of these seminars are examined together with the person concerned to ensure that he or she is available and is able to reach the venues.

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7 The procedure is different for those coming from Morocco, Tunisia or Turkey. These people are given a medical examination by the OMI delegations established in these countries. In this case, there is no medical examination carried out on the platform but only the submission of a medical certificate.

8 Joint instruction memorandum DPM/DLPAJ of 14 January 2004. See Ministry of Social Affairs ..., 2004, p. 10 and Annex 4.



After this interview, the person in question is sent to a linguistic expert and/or social worker for interviews which also take place on the platform. Following these interviews the person concerned, apart from general documentation, should have a medical certificate and a certificate of linguistic competence if applicable, invitations to training sessions and if necessary language courses and to the “Living in France” seminar and useful addresses relevant to the migrant’s situation. If required, a social worker will be appointed who will be responsible for individual follow-up of the person concerned.

The next steps take place on the premises of organisations which provide various training programmes. Civic instruction consists of a one-day course lasting eight hours (six hours for classes and two hours for a common meal). Language courses may last from 200 to 500 hours. The Living in France seminar consists of various modules where participants are given information about social security, housing, schools and employment.

Coordination of the entire mechanism is currently the responsibility of the departmental steering committee which generally meets once or twice a year and is also facilitated by training courses attended by the social assessors of the OMI as well as by representatives of other professions and bodies concerned.

#### *D. Resources*

##### **1. Legislation**

The system of law of the platforms is defined by a rather complex set of legal texts. The platforms themselves were set up by a circular dated 1 June 1999. This circular was first completed by a ministerial memo of 23 April 2003 which introduced the reception and integration contract in twelve *départements* and determined the experimental period from July to December 2003. It was consequently superseded by a circular dated 24 November 2003 which set up the “public service of reception” on the whole French territory, generalized the reception and integration contract, and committed to the prefects the responsibility of coordinating the activity of all bodies involved by means of the regional integration programmes for immigrant populations (PRIPI) and departmental reception plans (PDA).

These legal foundations, however, were rather weak. This is why the reception of new arrivals is now the subject of a specific chapter (“Reception and



integration of immigrants”) in the draft programme act on social cohesion presented to the Council of Ministers on 15 September 2004. This text in particular introduces new provisions in the Social Action and Family Code, setting out the status of the reception and integration contract (Article L. 117-1).

The various categories of migrant originate from the order of 2 November 1945 relating to the conditions for entry and stay of aliens in France, the text of which was revised on several occasions in particular by the recent law concerning control of immigration and stay of foreigners in France, of 26 November 2003..

## 2. Funding

There are three types of headings:

- The operation of the platforms is ensured directly by OMI which provides the lion’s share of staff required (social assessors, doctors and liaison officers, see point 3 below) including offices and equipment which is all supported by the operational budget of this body.
- Moreover, OMI bears a whole range of other expenses, notably those linked to the social workers of the SSAE and the ASSFAM working on the platforms by transferring overall amounts calculated on the basis of the number of cases treated, the cost of interpreters and the operation of the platforms outside their own offices (rented premises).
- The costs of providing civic and language instruction and the organisation of the Living in France seminars are financed by the FASILD using public procurement contracts. In 2004, this body invested 55.5 million in language training or 38% of its operating budget. From this amount, 27.2 million were devoted to the language training provided within the framework of the reception and integration contract. In this field, the FASILD is supported by the European Social Fund<sup>9</sup>

## 3. Staff

Staff working with the platforms can be divided into two main categories. OMI’s own staff includes social assessors (people who are trained to draw up social reports, present reception and integration contracts and direct migrants to other professionals), doctors and liaison officers (people responsible for the material reception of people on the platform and support of other professionals active in the field). Other professionals active on the platform are social workers (cur-

9 More on this topic in *CAI info* nr. 5, p. 12.



rently from SSAE or ASSFAM; in the near future, they will be on the staff of the new national reception agency for migrants and immigration), linguistic assessors, employed by bodies under public procurement contracts approved of by FASILD.

Staff involved in steps following the reception on the platforms are entirely provided by bodies others than OMI: SSAE and ASSFAM and other private entities providing civic and linguistic instruction and the “Living in France” seminars. These seminars also rely on the participation of agents of the various public agencies who have given a presentation of their services.

### *E. Institutional steering and evaluation mechanisms*

#### **1. Organisations**

At state level, the general direction of the mechanism is assured by the *Interministerial Committee for Integration* which gathers all ministers concerned (about 20) and is chaired by the Prime minister. It deals with standard reception and integration issues and matters of discrimination. It was during its meeting of 10 April 2003 that the decision was taken to establish the “public service of reception”, to be run by a new specialized public agency, and to introduce the reception and integration contract. In its deliberations, the Interministerial Committee may take into consideration advice set out by the *High Council for Integration*. This body was established in 1989 whose composition was renewed on 24 October 2002. It recently has issued a report devoted mainly to the reception and integration contract (HCI, 2003).

The implementation of reception policies is supervised, under the Ministry of Employment, Labour and Social Cohesion, by the state Secretariat for integration and equal opportunity, under which the DPM [Department for Populations and Migration]. This body is responsible for the general organization of the device, the working out of educational material used on the platforms by service providers, and of evaluating the mechanism on a regular basis. Under its supervision, the platforms are run by the OMI and the FASILD. Therefore, close links are required between DPM, on the one hand, and OMI and FASILD, on the other hand. These links are specified, in particular, in a cooperation protocol drawn up on 24 June 2003.

Lastly, the evaluation of the various operational aspects is done, on the one hand by departmental steering committees (see point C.1 above) for the opera-



tion of the platforms and their interaction with other social services and, on the other, by the FASILD which deals with the activities of the various service providers<sup>10</sup>.

## 2. Deadlines

The most important step in the recent history of the mechanism was the experimental phase decided on in April 2003 by the Interministerial committee on integration which was specified as being from 1 July to 31 December, 2003. This concerned the introduction of the mechanism in 12 *départements*<sup>11</sup> which varied considerably in the way their administration was organised, as well as in terms of migration flows and demographic composition. This experimental phase gave rise to an evaluation of the whole mechanism which was published in March 2004 (Ministry of Social Affairs ..., 2004).

The next important deadline has been laid down for the end of 2005 by which time the mechanism should have been extended to the whole of France (see following point).

### F. Future developments

The most important development for the near future is the extension of the mechanism to the whole of France. Throughout 2004, the reception and integration contract was extended to 14 other *départements*<sup>12</sup>. With this extension, 55,000 persons out of an overall volume of arrivals approaching 110,000 migrants should be received within the framework of the new device. France should be completely covered by the end of 2005.

This extension must be accompanied by a reorganisation of the administrative means used. As mentioned above, this would involve the setting up of the ANAEM [National Agency for the reception of foreigners and migration]. This would have two specific implications. Firstly, as opposed to the OMI, the ANAEM would have its own staff of social workers who had up till now been employed by the SSAE. Then using this personnel base, the Agency would no longer have

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10 The FASILD provides some details on its evaluation tasks in the newsletter *CAI info*.

11 Bouches du Rhône (Marseille), Haute-Garonne (Toulouse), North (Lille), Bas-Rhin (Strasbourg), Rhône (Lyon), Hauts-de-Seine (Paris region), Val d'Oise (Paris region), Gironde (Bordeaux), Hérault (Montpellier), Jura (Lons-le-Saunier), Sarthe (Le Mans) and Vienne (Poitiers).

12 Loire (St-Étienne), Moselle (Metz), Paris, Seine-St-Denis (Paris region), Essone (Paris region), Alpes maritimes (Nice), Loire-Atlantique (Nantes), Isère (Grenoble), Ain (Bourg-en-Bresse), Pas-de-Calais (Arras), Aude (Carcassonne), Vendée (La-Roche-sur-Yon), Ille-et-Vilaine (Rennes), Tarn (Albi).



to have recourse to ASSFAM staff. Faced with this reduction in demand, ASSFAM is currently redirecting its activities by specialising in organising the “Living in France” seminars. It will have to deal with these changes in its financial management of relations with the entities running the platforms, in particular the FASILD. What this means is that funding will no longer be based on services but on public procurement contracts.

Another development to be noted concerns the system governing the reception and integration contract. The signing of this contract is of increased importance as playing a role among the conditions for accessing the status of resident (residence permit for 10 years), and acquiring French nationality. These implications are meant to increase the value of the contract and the importance given to its proper execution.

## **II. The results so far**

### *A. Impact of the mechanism: quantitative results*

The most recent version of the mechanism, soon to be generally implemented, has been in operation since mid-2003. At the moment, we have data on the first two half-yearly periods. The figures relating to the first half year were examined in detail in the evaluation report on the experimental period (Ministry of Social Affairs ..., 2003).

As it stands now, the operation of the platforms with the reception and integration contract produces data of different kind. Some refer to the integration of those concerned while others refer to the quality of the mechanism’s operation or else to the sociological profile of new arrivals. Of the three categories, only the first is of interest to this section of the report. The second category will be examined below under section B and the third under section C.

I would like to make a few preliminary remarks before dealing with the statistical data resulting from the operation of the mechanism. It should be noted that even taken as a whole, they should only be considered as a very partial indication of the integration of new arrivals. Measuring these figures in an appropriate manner would require having recourse to more sophisticated instruments (notably surveys of the populations concerned) which would have to be carried out over a relatively long period.



One of the political objectives of the measure is to give new arrivals a certain view of France, that of a republic with a personal rapport with those who have settled on its territory, based on the principle of equality, which is keen on informing citizens and residents of their rights and obligations through the public services set up to carry out more specific assignments. The figures examined do not give any indication as to the impact of the mechanism on this symbolic level. However, one thing should be mentioned here - the setting up of the platforms seems, in some departments, to have led to a restructuring of services and reception procedures for arrivals in the *préfectures*. Such an improvement may have been stimulated, at least in part, by a positive image of the administration conveyed by migrants themselves.

Finally, in the context of the present analysis whose aim is to emphasise the potential of the mechanism, quantitative operational indicators do not unambiguously highlight the problems of exclusion nor do they indicate any positive effects on inclusion as such. However, this does not mean that no social inclusion has taken place. We will return to this below.

### **1. Rate of platform attendance**

The significance of these data is limited as platform attendance is in practice obligatory and is how new arrivals can obtain a medical certificate in order to get a residence permit. If they do not attend this could mean either they do not understand how the mechanism works or they have serious personal or family difficulties. What gives relevance to this item of information is that it has been available since the platforms were set up. The attraction of the new reception and integration contract can therefore be measured.

### **2. Rate of signing reception and integration contracts**

Those responsible for the mechanism give this subject absolute priority (out of all the arriving migrants, to see how many people have signed the contract). The first basic problem with regard to this information is that it has only been available since the last platform reform. It is therefore not possible to pinpoint any long term evolution. Furthermore, these rates are based on very diverse variables. It may reflect the willingness of individuals to commit themselves during the integration procedure but it also depends on the type of practice used on the platforms. The presentation of the contract may be more or less persuasive although it is standardised in form and content. Lastly, from the



point of view of the persons concerned, a decision will be taken in some cases without the person being entirely aware of the ramifications but rather based on a general attitude of either obedience or defiance vis-à-vis the service, which in turn may be based on information obtained previously from the migrant's relatives.

Over the period being considered, the rates remained at a relatively high level with a slight upward trend (July-December 2003: 87.1%; January-June 2004: 87.9%). It has to be noted that the rate of signing is lower for women than for men for those coming from Morocco, Algeria and Tunisia. On the other hand, women originating from Russia, Poland and China had a slightly higher rate of signing than that of the men from those countries. These figures may reflect differences in attitudes towards integration linked either to the less independent attitude of the women from certain countries when the decision was taken or to a reluctance on their part to integrate in a society other than their own.

The slight decrease in the rates for the first six months have been interpreted as possibly linked to the novelty having worn off. This tendency has since then been reversed. Finally, the differences between the various departments are probably as much due to the difference in administrative practices as differences in the characteristics of the migrant populations.

A survey was undertaken regarding the reasons why some people had refused to sign. However the results are not easy to interpret. A substantial proportion of those questioned (29%) gave reasons that were not included on the list presented to them. Among the responses which were the most frequently ticked were lack of interest (27%) which bears out the validity - although relative - of the rate of signing as an integration indicator. The other rather frequent response was the inconvenient times that training courses were held (17%). This response underlines a problem also noted for other data. Family constraints or employment may, depending on the circumstances, be an obstacle to the process of integration.

#### **4. Levels of participation in training programmes**

Generally speaking, levels of participation in training programmes are lower than those signing integration contracts and vary considerably. For civic training, 61.3% from July to December 2003 and 62.8% from January to June 2004. For language training, 57.4% from July to December 2003 and 75% from



January to June 2004, a net increase. However, in this case too, the figures may be rather diverse. From the new arrivals point of view, it might be lack of interest corresponding to a genuine lack of integration but there may also be practical difficulties linked to family life or employment which are less likely to be due to integration problems. However, non participation, according to observations made by the national evaluation institutions, may also be linked to the limited training courses on offer (inappropriate schedules or no courses available within an accessible area). Lastly, non participation may also demonstrate the inappropriateness of systems of reminder offered by service providers. Improvements certainly could be made to rectify this and are currently being examined.

## *B. Evaluation of the delivery system*

### **1. Operation of the platforms**

Reports on how the platforms operate, which have been confirmed by several observations noted in the course of writing this report, demonstrate their dynamism which has been supported by the shared commitment of all those involved in setting up this new service and which has in turn contributed to enhancing the image of the public service.

### **2. Link between the platforms and prescribed training programmes**

The most encouraging developments have been noted in this field in the long term. The time taken between starting on a platform and entering training has been considerably shortened since the introduction of the reforms in 2003. This is on average 22 days for language instruction and up to 30 days for civic instruction.

### **3. Quality of training**

While satisfactory results have generally been noted, we are in the middle of a period of adjustment. The contents of the civic training programmes has just been reviewed in depth after an experimental period. The evaluation institutions underline the need to improve the quality of language instruction.

### **4. Effectiveness of coordination**

Existing reports suggest that the exchange of information between the main institutions involved, notably the DPM, OMI and the FASILD, could be improved.



The rhythm of implementing reforms in 2003 and the evaluation of the experimental period show, however, that cooperation, whatever the difficulties inherent in the operation of a mechanism of this complexity, is effective.

### *C. Other outcomes in connection with social inclusion*

#### **1. A better knowledge of social situations linked to immigration**

Apart from the implementation of the reception and integration contract, the main aim of the platforms is to improve knowledge of newly arrived migrants. As this concerns groups of supposedly vulnerable people, such knowledge helps those concerned to work out specific inclusion measures where problems of particular seriousness have come to light, along the same lines as taken by the EU.

Reception by means of the platforms provides those involved with the opportunity to draw up a very detailed report on the situation of every new arrival. A technical report is written by the OMI social assessor. However, others also have the means of detecting any other problems that may occur. This applies to the social worker but also to the doctor and those carrying out language assessments. Comprehension tests carried out by the latter provide an opportunity to examine the personal situation of the migrant, and to set up a language training course requires to take the family and professional situation of the migrant into consideration. Since any interviews are held under discrete individual conditions, participants are encouraged to express their needs or concerns. Another factor is the need to carry on discussions which may last for several hours with interlocutors who have enough time to listen attentively. Lastly, these discussions should take place without the presence of a third party which may in certain cases reduce pressure or inhibitions which could have an effect on responses.

The specifically inclusive mechanism operating on the platforms as set up in 2003 entails "social customised follow-up" which is one of the services that migrants have access to after they have signed the contract. Such follow-up services are provided for in a limited number of cases (6% from July to December 2003, 8.2% from January to June 2004) which could be regarded as revealing that situations of want are relatively rare in migrant circles. However, we cannot go into the interpretation of these figures in any depth due to the absence of published data on the nature of cases which require such follow-up services. Perhaps by establishing a closer link between the services in charge of social follow-up and other services linked to the platforms and the creation



of the new ANAEM will make it easier to produce more substantial information on the problems encountered (while continuing to maintain absolute confidentiality). For the time being, the weight of the housing problem is to be noted, among other problems faced by the migrants (cf. *CAI info* nr. 4, p. 10).

The need to make the platforms a means by which we can identify situations of want is considered a priority by those responsible for the mechanism. With this in mind, information intended for the social assessors<sup>13</sup> has been worked out by specialised social services which have produced a list of “elements of identification”, i.e. situations which should be considered as “alarm signals” which would call for an interview with a social worker as soon as possible. As this list was drawn up relatively recently, its usefulness has yet to be evaluated. The “elements of identification” are, however, rather general in nature (lack of knowledge of one’s rights, difficulties in accessing them, health matters, employment, education of children, housing, etc.).

Lastly, health visits on the platforms are the opportunity to uncover individual or collective problems and to draw conclusions with a view to rectification or preventive action. It was the frequency of cardiovascular diseases and cases of diabetes noted during these health visits which led to the decision to strengthen the means of detection and prevention of these illnesses of migrants which are often linked to obesity and malnutrition.

The platforms are a means to develop a detailed breakdown of problems faced by the new arrivals. This breakdown could change the perception of such problems by highlighting those that have been underestimated. Following the example cited above, that of diabetes and heart disease, the problem of lack of health insurance in the first weeks following settlement on French territory should also be mentioned. On the other hand, some problems that were believed to be very common appear less frequently than was thought. There is first and foremost the problem of language. The language reports drawn up under the reception and integration contract are considerably less serious than was previously thought. While the need for such training was believed to be 70% of cases, it was only necessary in 40%. Another surprising element which came to light after the contract had been signed was the rather high frequency of signing by women even by those from a cultural background where it was thought there would be pressure on the part of the husband or other members of the family.

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13 Circular of 23 November 2003 from the Director of the Office of international migration regarding the place of the social services and orientation criteria for social workers.



In other words, the implementation of the reception and integration contract provides solid data which can also be used to question or at least to see the relative nature of our view of immigrants. Presenting a more accurate image could benefit relations between ethnic minorities and the rest of the population.

## **2. Personal integration of new arrivals**

The normal functioning of the platforms assumes some kind of contact between the migrant and staff limited to a few hours. In practice, these contacts are often extended beyond this. The social assessors are contacted by some recently arrived individuals who ask for their advice regarding the best way to approach other administration services. Such practices assume a relationship of trust which may be considered as a factor favouring social inclusion.

## **3. Improvement of all services in contact with immigrants**

Another outcome of using these platforms is the boost given to improve the quality of other services responsible for processing the files of new arrivals, i.e. the prefecture services dealing with requests for residence permits and improving relations between these services and those of the OMI<sup>14</sup>.

### *D. Obstacles and success factors*

The rather unclear nature of the consequences of not signing or not carrying out the reception and integration contract may have contributed to the unwillingness to sign. A more accurate definition taken over by the future planing act for social cohesion may provide more convincing arguments for social assessors and contribute to raising the value of the contract in the eyes of immigrants.

A problem encountered at local level concerning the more general operation of the platforms should be noted - the cautious reactions of local people faced with an increase in the immigrant population in their neighbourhood. Such reactions may provide a basis for targeted information campaigns highlighting specific arguments on prejudices against such populations.

The obstacles most frequently referred to are those with regard to relations between the large organisations responsible for coordinating the mechanism.

14 See, for example, Préfecture du Nord, *Plan départemental d'accueil des primo-arrivants*, [Departmental plan for the reception of new arrivals] December 2003, p. 11.



It may be explained by their very different institutional status, background and operational approach. The setting up of the new ANAEM aims at tackling this problem at a deeper level. These difficulties deserve a special mention in this report as the consequences of increasing knowledge of the mechanism as mentioned above depends for a large part on the quality of information exchanged between these bodies and the coordination of their activities.

Some documents consulted and observations made point to a certain difference in the professional approach of the OMI social assessors and that of social workers. This may come in addition to a certain amount of organisational compartmentalization which is inevitable for a mechanism of this type. The result may be to hinder the circulation of information between professionals working on the platforms to the detriment of proper knowledge of the social problems of immigrant populations.

Regarding individual attempts at integration, one problem is the constraints imposed by employers who may stand in the way of immigrants attending training courses. The receptiveness by employers to integration measures is rather limited even with regard to language instruction. Attempts at integration into the French society may conflict with integration into the place of work.

Generally speaking, other problems may well arise in the coming months when the mechanism is extended to apply throughout France within a very tight timetable.

### III. The policy debate

The platforms themselves do not seem to have given rise to any controversy. However, it is interesting to note that they were set up in 1998 by a left-wing government and are now run by a right-wing government. The new administration introduced the reception and integration contract but this hardly met with any opposition and had already been envisaged before the change of government (High Council for Integration, 2001, p. 40).

One argument against the mechanism is that it focuses on new arrivals while integration of those foreigners who have been in France for a long time should not be neglected<sup>15</sup>.

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15 Argument put forward during a one-day seminar on the theme "Positive discrimination or the fight against discrimination?" held on 28 January 2004 by the UMP (the ruling party of the government). A summary of this seminar is available on [http://www.u-m-p.org/reflexion\\_debat/rencontres\\_union/rencontres\\_280104.php](http://www.u-m-p.org/reflexion_debat/rencontres_union/rencontres_280104.php). See also HCl, 2003, p. 101, as well as the interview with Malek Boutih, in *L'intégration au delà des faux semblants*, 2003.



The main bone of contention has been how to organise language training. When should training be started and at what level? The current formula is to introduce language instruction at a rather basic level as soon as the migrant settles in the country and is entirely conversational. This choice is not without its detractors. The value of such training is questioned especially from the employment point of view where, it is argued, at least better formal recognition could be introduced. With regard to the cost of this aspect of the mechanism, the contribution by the State in this respect is already considerable. However, limiting language lessons to conversation may be questioned as the modern citizen to whom the idea of integration is directed needs a type of public participation which is hardly practicable without at least the ability to read French.

As far as the civic tuition is concerned, a matter of criticism is the density of the programme and pedagogic difficulties it raises. Moreover, its short duration has to be emphasized, compared with the programmes of Netherlands or Germany (30 hours; cf. Michalowski, 2004).

Two points should be raised in this context which do not seem to have been the subject of discussions in France.

The mechanism excludes immigrants from the EU member states. The principle of equal treatment does of course contribute to assimilating these individuals and dispenses with the obligation of submitting themselves to the specific integration procedure dealt with in this report. However, among those coming from other EU member states, some of them may need language training, not to mention other skills linked to the reception and integration contract. These individuals could regard themselves as having been subject to discrimination compared to those coming from non-EU countries who are guaranteed free language instruction. Difficulties may also arise with the admission of any new EU member states (particularly Romania) as new arrivals may be well acquainted with the mechanism which has been operating for several years. When such a country joins, the fact that its nationals cease to have access to such training is likely to give rise to reaction.

The terms and conditions for signing the contract in practice give rise to the following observation. The aim of any procedure which occurs on the platforms, especially the signing of the contract, is to instruct new arrivals in how a modern society operates, based on developed administrative and economic mechanisms. The contract will play a significant role in the economic life of the migrant. As a consumer, the migrant will have to sign some contracts which will



be crucial for his/her economic future. Those signing such contracts may need time for reflection. Actually, the High Council for Integration insists on the relevance of a “free and enlightened acceptance” from the part of the migrant. The requirement to immediately sign the reception and integration contract is therefore something that cannot be transferred to other contracts. but one has to recognize that any delay to give the person concerned time to think would result in serious administrative problems.

Nevertheless, the main argument puts France in opposition to countries where integrating new arrivals is left up to ethnic communities. Integration into French society is presented in this case as an antidote to “relying on the community” (cf. memo from the Ministry of Social Affairs..., 2004, p. 56). The priority given to integrating the individual in French society is particularly put forward as a means of promoting gender equality. Nevertheless ethnic communities can play a role even in the integration process. Recent developments in French integration policy show that this phenomenon has been taken into account. For example, it encourages cooperation between language training bodies and foreign-language radio stations<sup>16</sup>.

#### **IV. Conclusion**

The mechanism examined in this paper can be described as a mixture of European and French inclusion and integration policies. These policies are based on an analysis of modern social conditions which should be clarified.

##### *Integration*

The term “integration” covers the relations between individuals and “society” and, more precisely, the processes by which individuals become members of society (integration of individuals in society) and the processes by which society encourages the co-ordinated participation of its members in its dynamics (integration of society). Of course, the most difficult term to grasp in these definitions is that of society. In fact, integration policies address a rather specific reality. Put briefly, it is a kind of social fabric which supports a multiple universe of groups and activities. “Society” provides those groups and activities with the conditions of basic development, in particular, a language ena-

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16 See *La refondation de la politique française d'accueil et d'intégration* [The overhauling of French policy on reception and integration] of 2 June 2004, drawn up by the Ministry of Employment, Work and Social Cohesion and the State Secretariat for integration and equal opportunity.



bling communication and certain principles guiding relationships between individuals, such as mutual respect and prohibition of violence in the event of disagreement.

It is worth remembering in a few words that the development of “societies” in this exact meaning is closely linked to the modernisation of western societies and more precisely to two processes in particular. Firstly, the emergence of a new type of urban way of life which assumes the nearness and frequenting not only of groups close to us but also with people with whom we are not personally acquainted. Secondly, the setting up of state structures to maintain order and administer justice.

There is an underlying observation evident in both European and French speeches on integration (see section I.a) - that this social fabric is currently being eroded and measures will have to be taken to rectify matters. The analysis that led to this observation should be extended. Let us for the sake of argument say that this erosion has several causes which interact with each other - the economic crisis, globalisation, the accelerated transformation of our value systems and the questioning of the “essential reference points of society” (speech by President Jacques Chirac of 14 October 2002)<sup>17</sup>. The mixture of populations of various origins is no doubt only one contributing factor. Basing action on this factor in particular, by introducing measures to integrate migrants, should not lead us to forget other causes. For example, the policy of reception and integration analysed in this report places great emphasis on civic instruction which should help the new arrival to approach the institutions in the host country. Apart from these difficulties, we should not lose sight of the more general problem of civic instruction of the population in general at a time when our whole institutional construction is experiencing far-reaching and rapid change, linked notably to the process of European integration.

### *Inclusion*

The term “inclusion” covers relationships between individuals and much more specific entities - family, work, networks of acquaintances, group activities, consumer markets, etc. It must be understood in relation to its opposite - “exclusion”. This term highlights a situation which is a result of an evolving process of successive cases of “dropping out”. The loss of access to a range of

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17 In this context, see the speech by François Fillon, Minister of Social Affairs, Labour and Solidarity, given to the French parliament on 11 March 2004, which in the same sentence deals with the “fight against individualism” and the “economic crisis which is eroding our national model”.



contacts and activities caused, for instance, by unemployment, increases the risk of loss of access to other areas such as consumption, health care, etc. and threatens to aggravate the consequences of other aspects of marginalisation from society. "Inclusion" defines the objective of policies aimed at helping the persons concerned to progressively re-enter in activities and social relationships from which they had been progressively estranged.

In a certain sense, the concept of inclusion complements that of integration. One of the tenets of inclusion policies is that integration is not enough. It is not enough to be a member of a "society" in order to live with dignity. One also has to be included in some of those groups and activities which have developed within society<sup>18</sup>. Society only provides the necessary minimum conditions for participation in these groups and activities. On the other hand, it is by participating in specific groups and activities that individuals draw their material subsistence, their "social capital", the satisfaction of their affective needs, etc.

#### *Distinction between integration and inclusion*

The concept of current integration and inclusion policies must be taken seriously and it must be acknowledged that both terms cover distinct objectives even if they are complementary. These are on the one hand, to restore the basic social fabric and on the other, to try to prevent people from becoming marginalised and excluded from groups and activities that they would participate in and, if required, to help them establish new group memberships and involvements.

We should perhaps ask ourselves why this difference has recently become so blatant. One of the possible causes is the increase in unemployment. For many years, stable employment meant not only inclusion (a means of subsistence, belonging to a community) but also integration with the employee paying for and benefiting from social security and, through and around work, having continuous contact with those outside his own circle, focusing on themes of public interest, etc. One could argue that in recent years, we have been confronted successively with the "exclusion" effects of unemployment (loss of means of subsistence, downgrading of jobs, family problems, etc.) and later with "disintegrating" effects such as the progressive loss of the urban habitat, participation in community life and a loss of trust in the state which is supposed to institutionally represent society.

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18 When reflecting on the present state of the discussion in matters of inclusion and integration, it is on the point of the heterogeneity of these activities and belonging that it is the least satisfactory.



### *The relation between integration and inclusion*

The first observation is that social integration is without doubt seriously altered by the phenomena of social exclusion. Nevertheless, a society that is strongly integrated is probably better able to cope with situations of exclusion. Permanent change is even specific to our modern societies, sometimes involving disregarding some people, changing the composition of teams, etc. while maintaining mechanisms that help the individuals concerned to rejoin other areas of society. As the current inclusion and integration policies demonstrate, three things have to be done:

- The objective of social inclusion should itself be acknowledged in social terms. It should be obvious to all that mechanisms will have to be put in place to help the marginalised to rejoin society without it affecting the flexibility and freedom required by our activities. The European Union contributes to such an acknowledgement by taking on the problem of social inclusion has a specific political objective.
- Society should have the means to identify the risks of exclusion, an essential element in dealing with this particular problem. Using a social integration mechanism to identify these risks is the basis of the reception mechanism scrutinised in this report.
- Society as such not only consists of an abstract fabric but also as moments of specific interaction which do not only contribute to integration but also, be it to a limited degree, to inclusion in the sense that there is personal contact and shared experience<sup>19</sup>, the possibility of speaking about problems, the prospect of help, etc. The current way the platform operates, as far as we could see through the observations used to comply this report, appear to be conducive to supporting such moments of inclusion.

To these three elements which contribute to social inclusion, a fourth rather different one should be added. If examined closely, one problem of our complex societies is that individuals may find themselves included in groups and activities which may enter in conflict with one another. A typical example of this is the relationship between workplace and family life. Any component of integration policies must therefore be able to develop mechanisms to reconcile the various spheres of life with those of individual activities. "Integration" in this context has the precise meaning given to it by a respectable sociological

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19 This aspect is highlighted by the work, often mentioned in discussions in France, of Jürgen Habermas, notably in *L'intégration républicaine* [The inclusion of the other] (1996/1997). The translation of the title shows in itself the importance attached to it by the publisher with regard to the ongoing debate on this subject in France.



tradition - reconciliation between the various parts of a whole, in addition to the concept of adaptation which concerns the relations between the whole and its environment. Integration in this sense is also carried out on the platforms (see the efforts made by social assessors to facilitate reconciling family life and language training). This aspect of their activity could be further highlighted and the means used enhanced (see the prospects for developing child care centres on platform sites).

Lastly, the basic social fabric, society itself, could never be considered as completely separate from more specific contexts such as membership of a group and social activity. In this sense, any integration policy must also take account of the contexts of inclusion and draw support from them. This has to be carefully considered because inclusion, in some cases, may actually go against integration. The subject which is the most emphasised in the context of integration policies, especially in France, is that of "communities" which may be an obstacle between the individual and society. Another obstacle which the operation of the platforms unveils is related to the employment. The employer may object to language or civic instruction. More generally, modern terms and conditions of staff management, notably subcontracting and posting workers abroad, lead to social situations in which the integration of the worker in the society of the host country is practically impossible. Conversely, however, membership of groups may, under certain conditions, ensure some sort of mediation between the individual and society. Which leads us back to the subject of associations representing immigrant communities. It would certainly be useful to find out about their actual role and to examine their possible contribution, among other partners, to integration policies as well as to policies aiming at preventing those risks of exclusion affecting more specifically migrant people.



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## Legal texts

Order No. 45-2658 of 2 November 1945 relating to conditions for entry and residence of foreigners in France. Circular DPM-C11 No. 99/315 of 1 June 1999, with regard to the implementation of the reception mechanism of new arrivals.

Circular DPM/ACI1 No. 2003/537 of 24 November 2003 (“Extension and general coverage of the public reception service [...]).”

## List of abbreviations

AMCL	Attestation ministérielle de compétence linguistique [Ministerial Certificate of linguistic competence]
ANAEM	Agence nationale de l'accueil des étrangers et des migrations [National Agency for the reception of migrants and immigration]
ASSFAM	Association de service social et familial aux migrants. DPM, Direction des populations et des migrations [Social and family association for migrants. DPM, Population and immigration department]
FASILD	Fonds d'action et de soutien pour l'intégration et la lutte contre les discriminations [Action and support funds for integration and the fight against discrimination]
OMI	Office des migrations internationales [International Migration Office]
PDA	Plan départemental d'accueil [Departmental reception plan]
PRIPI	Programme régional d'insertion des populations immigrées [Regional programme for integration of immigrant populations]
SSAE	Service social d'aide aux émigrants [Social services for aid to immigrants]

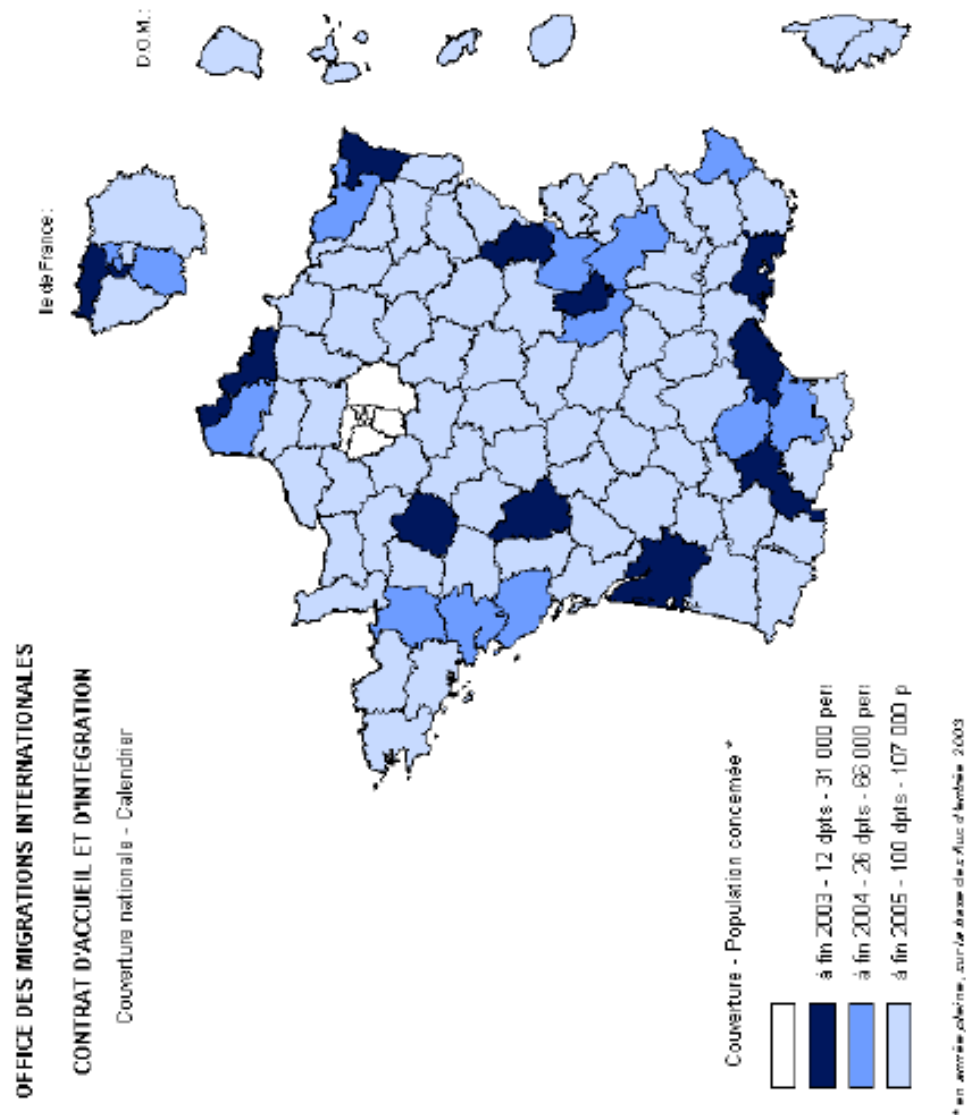


## Annexes

### Annex 1 : Geographic scope of the scheme

(Source : Office des migrations internationales ; translation, see next page)

28/05/2004





### **Annex 1: Geographic scope of the scheme – Translation of the text:**

#### Coverage – Population concerned\*

By end of 2003 12 *départements* 31 000 persons

By end of 2004 26 *départements* 66 000 persons

By end of 2005 100 *départements* 107 000 persons

\* figures applying to full years, on the basis of 2003 incoming flows.



Annex 2 : Reception and integration contract (RIC). Situation on 31 December 2003

	Audits	RIC signed	Civic training scheduled		Language training scheduled		"AMCL" delivered		"Living in France" Seminars scheduled *		Social follow up scheduled	
			% /RIC signed	signed	% /RIC signed	signed	% /RIC signed	signed	% /RIC signed	signed	% /RIC signed	signed
13 - Bouches du Rhône	843	643	100.0%	643	281	43.7%	297	46.2%	60	9.3%	60	9.3%
31 - Haute Garonne	818	806	100.0%	806	240	29.8%	515	63.9%	196	24.3%	34	4.2%
33 - Gironde	320	295	99.3%	293	87	29.5%	199	67.5%	76	25.8%	2	0.7%
92 - Hauts de Seine	1,009	763	100.0%	763	300	39.3%	460	60.3%	286	37.5%	2	0.3%
34 - Hérault	178	155	100.0%	155	54	34.8%	101	65.2%	33	21.3%	0	0.0%
39 - Jura	52	51	100.0%	51	24	47.1%	19	37.3%	20	39.2%	3	5.9%
59 - Nord	1,158	1,130	99.0%	1,119	445	39.4%	626	55.4%	0	0.0%	74	6.5%
67 - Bas Rhin	799	720	100.0%	720	366	50.8%	340	47.2%	40	5.6%	16	2.2%
69 - Rhône	2,056	1,791	100.0%	1,791	399	22.3%	1,128	63.0%	228	12.7%	133	7.4%
72 - Sarthe	177	158	100.0%	158	67	42.4%	90	57.0%	59	37.3%	52	32.9%
95 - Val d'Oise	1,679	1,393	99.8%	1,390	436	31.3%	943	67.7%	388	27.9%	94	6.7%
86 - Vienne	131	122	99.2%	121	27	22.1%	95	77.9%	40	32.8%	28	23.0%
	<b>9,220</b>	<b>8,027</b>	<b>99.8%</b>	<b>8,010</b>	<b>2,726</b>	<b>34.0%</b>	<b>4,813</b>	<b>60.0%</b>	<b>1,426</b>	<b>17.8%</b>	<b>498</b>	<b>6.2%</b>

\*Provided these training programmes were implemented.

	Jul-03	Aug-03	Sep-03	Oct-03	Nov-03	Dec-03	total 2003
RIC signed	1252	754	1458	1,707	1456	1400	8,027

Global acceptance rate of the RIC : 87.10%

Global attendance rate : 90.5% (9220 social audits for 10189 persons notified)

Source : Office des migrations internationales, service des statistiques, des études et de la communication.



Annex 3 : Reception and integration contract (RIV). Situation on 31 July 2004

	Audits		RIC signed		Civic training scheduled		% /RIC signed		Language training scheduled		% /RIC signed		AMCL delivered		% /RIC signed		Journées " Vivre en France " scheduled *		% /RIC signed		Accompagnements sociaux programmés		% /RIC signed	
01 - Ain	49	46	100.0%	46	17	37.0%	25	54.3%	7	15.2%	1	2.2%												
06 - Alpes-maritimes	77	68	100.0%	68	43	63.2%	25	36.8%	40	58.8%	44	64.7%												
13 - Bouches du Rhône	3,113	2,471	100.0%	2,471	972	39.3%	1,340	54.2%	413	16.7%	272	11.0%												
91 - Essonne	312	279	97.1%	271	89	31.9%	188	67.4%	89	31.9%	2	0.7%												
31 - Haute Garonne	1,813	1,757	98.1%	1,724	422	24.0%	1,172	66.7%	320	18.2%	120	6.8%												
33 - Gironde	936	768	99.3%	763	151	19.7%	603	78.5%	105	13.7%	26	3.4%												
92 - Hauts de Seine	2,491	1,918	99.7%	1,913	637	33.2%	1,275	66.5%	690	36.0%	55	2.9%												
34 - Hérault	1,098	895	93.1%	833	371	41.5%	513	57.3%	176	19.7%	1	0.1%												
38 - Isère	108	89	92.1%	82	23	25.8%	44	49.4%	43	48.3%	4	2.3%												
39 - Jura	190	176	100.0%	176	70	39.8%	85	48.3%	29	16.5%	4	2.3%												
42 - Loire	419	359	100.0%	359	108	30.1%	184	51.3%	76	21.2%	26	7.2%												
44 - Loire-atlantique	80	77	100.0%	77	16	20.8%	47	61.0%	32	41.6%	34	44.2%												
57 - Moselle	240	222	100.0%	222	101	45.5%	119	53.6%	98	44.1%	6	2.7%												
59 - Nord	2,943	2,878	99.8%	2,871	897	31.2%	1,924	66.9%	347	12.1%	352	12.2%												
75 - Paris	1,085	1,028	100.0%	1,028	289	29.1%	726	70.6%	310	30.2%	46	4.5%												
62 - Pas-de-Calais	71	70	97.1%	68	15	21.4%	53	75.7%	3	0.0%	3	4.3%												
67 - Bas Rhin	1,943	1,801	99.9%	1,800	915	50.8%	876	48.6%	204	11.3%	56	3.1%												
69 - Rhône	4,484	3,929	100.0%	3,928	1,082	27.8%	2,410	61.3%	634	16.1%	334	8.5%												
72 - Sarthe	394	341	99.7%	340	131	38.4%	208	61.3%	128	37.5%	81	23.8%												
93 - Seine-Saint-Denis	850	740	100.1%	741	277	37.4%	464	62.7%	155	20.9%	46	6.2%												
95 - Val d'Oise	3,933	3,402	99.9%	3,399	947	27.8%	2,440	71.7%	645	19.0%	238	7.0%												
96 - Vienne	297	264	98.5%	260	67	25.4%	195	73.9%	81	30.7%	50	18.9%												
	<b>26,926</b>	<b>23,578</b>	<b>99.4%</b>	<b>23,441</b>	<b>7,660</b>	<b>32.5%</b>	<b>14,917</b>	<b>63.3%</b>	<b>4,822</b>	<b>19.6%</b>	<b>1,797</b>	<b>7.6%</b>												

\*Provided these training programmes were implemented.

	total 2003	Jan-04	Feb-04	Mar-04	Apr-04	May-04	Jun-04	Jul-04	total 2004	total général
RIC signed	8,027	1,661	1,395	2,124	2,029	1,930	3281	3131	15,551	23,578

Global acceptance rate of the RIC: 87.60%. Global attendance rate: 90.5% (26 926 social audits for 29 745 persons notified)

Source : Office des migrations internationales, service des statistiques, des études et de la communication.



**Annex 4 : Reception and integration contract (RIC) – 1<sup>st</sup> July 2003 / 30 June 2004 – Acceptance rate by citizenship and gender**

	Female			Male			Total		
	audits	RIC signed	acceptance rate	audits	RIC signed	acceptance rate	audits	RIC signed	acceptance rate
	<b>Total</b>	<b>12,258</b>	<b>10,337</b>	<b>84.3%</b>	<b>11,044</b>	<b>9,918</b>	<b>89.8%</b>	<b>23,302</b>	<b>20,255</b>
Algerie	3,253	2,708	83.2%	3,574	3,287	92.0%	6,827	5,995	87.8%
Maroc	2,194	1,827	83.3%	2,049	1,860	90.8%	4,243	3,687	86.9%
Tunisie	668	531	79.5%	1,031	907	88.0%	1,699	1,438	84.6%
Turquie	640	510	79.7%	888	712	80.2%	1,528	1,222	80.0%
Congo	454	418	92.1%	403	380	94.3%	857	798	93.1%
Cameroun	372	347	93.3%	183	172	94.0%	555	519	93.5%
Cote d'Ivoire	274	259	94.5%	217	207	95.4%	491	466	94.9%
Russie	283	259	91.5%	118	105	89.0%	401	364	90.8%
Sénégal	179	156	87.2%	156	146	93.6%	335	302	90.1%
Comores	156	125	80.1%	126	111	88.1%	282	236	83.7%
Haïti	113	98	86.7%	118	113	95.8%	231	211	91.3%
Madagascar	182	163	89.6%	45	44	97.8%	227	207	91.2%
Vietnam	192	163	84.9%	32	27	84.4%	224	190	84.8%
Serbie-Monténégro	121	97	80.2%	109	93	85.3%	230	190	82.6%
Roumanie	154	137	89.0%	51	45	88.2%	205	182	88.8%
Inde	123	93	75.6%	104	88	84.6%	227	181	79.7%
Mali	96	75	78.1%	102	89	87.3%	198	164	82.8%
Sri-Lanka	120	97	80.8%	69	58	84.1%	189	155	82.0%
Chine	129	109	84.5%	32	24	75.0%	161	133	82.6%
Thaïlande	111	94	84.7%	15	14	93.3%	126	108	85.7%

Source : Office des migrations internationales, service des statistiques, des études et de la communication.



**Annex 5 : Attendance of language and civic training**

Départements	Langage Training			Civic Training				Starting Date
	Number of persons concerned by language assessments <sup>1</sup>	Number of persons having started their training.	Number of training hours delivered	Number of days	Number of persons registered	Number of persons who did attend	%	
BAS-RHIN	501	493	71591	71	1740	1129	64,88%	1 July 2003
GIRONDE	183	84	14876	38	751	486	64,71%	1 July 2003
JURA	37	60	3446	9	138	90	65,21%	1 July 2003
RHONE	1066	485	80689	146	3385	2106	62,21%	1 July 2003
HAUTS DE SEINE	417	344	49663	70	1447	958	66,20%	1 July 2003
VAL D'OISE	980	479	12151	179	3778	2102	55,63%	1 July 2003
VIENNE	67	54	5863	24	546	332	60,80%	1 July 2003
SARTHE	100	78	6468	16	293	195	66,55%	1 July 2003
HAUTE-GARONNE	694	260	30578	54	1716	1133	66,02%	1 July 2003
NORD	648	620	101878	154	2798	2139	76,44%	1 July 2003
BOUCHES DU RHONE	772	477	44068	105	2084	1149	55,13%	1 October 2003
HERAULT	340	268	20141	39	844	550	65,16%	1 November 2003
LOIRE	149	34	1568	5	121	83	68,59%	1 March 2004
MOSELLE	69	32	864	5	122	95	77,86%	1 April 2004
ESSONNE	57 <sup>X</sup>	<sup>X</sup>		4	145	78	53,79%	1 June 2004
SEINE SAINT DENIS	174	18	352	7	152	85	55,92%	1 June 2004
PARIS <sup>2</sup>	105	10	130					1 June 2004
TOTAL	6359	3796	444326	926	20090	12710	63,26%	

1. "The number of assessments carried out is without link to the number of training prescriptions given by the OMI: on the one hand because the assessments take place before the signing of the RIC, on the other hand, because in 2003, the assessments only were carried out for group 2 (people with linguistic competence level 2)."
2. "No civic training in Paris in June 2004."

Source : FASILD, *RIC Info* n° 5, p. 8.



## Annex 6 : Financial Aspect

	2003	2004
OMI : Operation of the platforms ; staff and premises (approximate figures)	1.300.000.- €	2.000.000.- €
OMI : Transferred to the SSAE : participation of social workers on the platforms and individual social follow up	853.700.- €	853.700.- €
OMI : Transferred to the ASSFAM : participation of social workers on the platforms and individual social follow up	477.500.- €	477.500.- €
OMI : Interpreting		215.000.- €
FASILD : Linguistic Training		27.200.000.- €